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Support to the Central Elections Commission (CEC) in the 2009 Albanian Elections

FINAL REPORT

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DEMOCRACY INTERNATIONAL

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Table of Contents

Introduction

USAID/Albania contracted Democracy International to provide technical assistance to the Central Elections Commission (CEC) of Albania in the immediate three months prior to the National Assembly elections which were held on June 28, 2009. The project was designed to provide support to the CEC to ensure the quality and integrity of the electoral process by targeting three key areas – training, public outreach and results transmission and monitoring.

Three consultants with expertise in election management and in the three targeted areas were recruited by Democracy International. Ms. Silvana Puizina (election management, public information and results) commenced her consultancy on March 31, 2009 and was joined by Mr. Arben Murtaj (IT and network specialist) on May 12, 2009 and Mr. Ingo Boltz (IT and IT security specialist) on June 5, 2009. Ms Dinora Aleksi worked as the team's translator and assisted in implementation of all aspects of the project – particularly communications and liaison.

Having the team based in and working from the CEC contributed significantly to the success of the project. Given the short timeframe it was essential that the team was accessible when the CEC Members and staff needed advice, rather than the usual practice of more formal and programmed meetings which are necessary if the advisers/technical experts are located at a different site and 'visit' the CEC. Being on site ensured the team members were able to make on the spot assessments of what assistance was needed and to prioritize our work to best effect. Moreover it was critical in helping to build trust and confidence between the CEC and the advisory team in the very short timeframe of this project.

The team identified a number of significant challenges facing the CEC as it prepared for the National Assembly elections on June 28, 2009:

1. This was a relatively new CEC, with the Chairman appointed on February 5, 2009. Although four of its seven members had some election experience there was insufficient time to build a strong sense of collegial decision making under the new leadership. The General Secretary was new with no previous election experience and several of the key positions in the administration were not filled until March 2009.

2. There was insufficient time to build a sense of a team with a shared strategy or vision beyond delivering a 'good' election. This also affected communication and information sharing, which began haphazardly but showed signs of improvement as people started to feel more that they were part of a team. Generally, information sharing tends to be informal which can cause frustration and a sense of alienation and exclusion for those who don't have access to this informal source of information. Some formal mechanisms for information sharing should be developed, but staff and members should accept responsibility for ensuring they access the existing information sharing mechanisms and for creating more formal ones that meet their needs. Members especially have sufficient authority to obtain information they need on request, including briefings if so desired.

3. There were no regular Director-level meetings. Such meetings would have helped with coordination and information sharing and in team building. Similarly this sort of regular meeting was not held within Directorates other than in Logistics and Services. The CEC should try to incorporate this sort of meeting into its administrative practices, especially during an election period when everyone needs to have access to information on what is happening in the organisation as quickly as possible.

4. There was no time to train new CEC staff. Using experienced staff to do 'on the job' training for new and less experienced staff helped to address this problem to a degree, but there remains a significant need for training in elections and election management.

5. The new election code adopted in November 2008 included significant changes to procedures   and   a   totally   new   electoral   system,   moving   from   a   mixed

Majoritarian/Proportional system to a fully Proportional system based on D'Hondt. Changes in the election code are always challenging for an election administration when adopted so close to an election event and even more so when the administration is new.

To its credit, this election administration overcame many of these challenges and managed to deliver a credible election that included some major innovations in election practice. Polling day was a vast improvement on previous events with voting centres arranged well, materials displayed and voters not waiting for long periods of time to vote. Many of the previous problems with voter lists and identity documents were not an issue in this election. All political party leaders endorsed the election process as a good one to that point. The counting was a little more tense, which is not surprising given the closeness of the result. Along with the closeness of the result, the count teams also had to cope with new equipment and limited training, due again to late appointments, on how to use it. This was the first time that results were entered into a results database at the count center and transmitted to the CEC electronically. This process worked very well, greatly enhanced transparency, and allowed the CEC to publish polling place level results immediately as they were received. This last development is one which something very few election administrations have undertaken and demonstrated a strong commitment to transparency in the process. Given the closeness of the result, very few people challenged the system or the administration, with complaints to the CEC regarding the counting process numbering only 17 (compared to 285 in 2005).

The Democracy International team focused their assistance on the three target areas, but also were in place to provide more general assistance to the CEC as needed. The following sections of the report address each of these key areas separately, providing some narrative on each area, followed by our recommendations for further improvements in the management and administration of elections. The recommendations primarily focus on the internal management and procedures of the election administration.

Public Outreach

Public Outreach activities are divided between the Spokesperson, who handles media relations and acts as CEC spokesperson, and the Director Public Relations, who manages the conventional voter information campaign. In 2007, the Spokesperson had responsibility for both sets of activities as the Director Public Relations position was vacant. The strategy document and budget for the 2009 election had already been prepared and approved by the CEC when the new Director Public Relations was appointed. From the beginning it was apparent that a number of problems needed to be addressed in order for the public information campaign to be delivered, and that the team's experience would be helpful in addressing those problems, especially in supporting the new Director Public Relations who lacked both election and public information campaign experience. He seemed especially to have difficulty with understanding the particular needs of public information delivered on behalf of a state institution.

It was apparent early on that there were some issues related to the transitioning of responsibilities from the Spokesperson to the new Director Public Relations. This, together with the lack of practical experience in conducting a public information campaign on the part of the Director Public Relations and late contracting of a creative agency, meant that the development of the public information campaign had not progressed to even the concept stage by early May.

The public information strategy adopted was virtually a cut and paste from those used in 2005 and 2007. There was no evidence of a systematic review of the strategy used at these two previous events, or of any attempt to incorporate any innovations and fresh approaches, especially in relation to reaching specific target groups where new media such as the Internet, YouTube and use of public events could have been usefully incorporated into the campaign. There is still a reliance on information tools such as posters without consideration of alternatives such as billboards, which are less 'removable' and much more appropriate for an outdoor information campaign. Posters generally have a very short lifespan when placed outdoors and are relatively expensive to distribute and replace continuously. They are more suitable for using indoors where they can be placed at service delivery points.

Most importantly, the strategy did not address the distribution mechanism for printed materials. This had to be addressed at the last minute when it became obvious that there was neither a plan nor budget to distribute the print materials. The CEC used teams of people to travel around the country pasting posters and distributing leaflets. The remaining posters and leaflets were provided to the parties to distribute at their campaign rallies.

The public information strategy was not in place before the budget was approved, such that the CEC had to work to the budget rather than build a budget around an approved strategy and concept. Due to the high level of detail in the budget, there was no flexibility to change what was being produced in order to revise the tools and elements of the information campaign. This inability to make even the most basic changes (including in quantities of materials) resulted in lost opportunities and caused some frustration and waste of money when materials that would have had greater impact in reaching target groups could not be incorporated, even through adjusting the quantities of materials to be produced would not have affected the overall budget.

A decision was made to use two creative agencies – one for electronic media and one for print media – which complicated matters even further. This is a very unusual practice and it was through some difficult negotiations that the two agencies agreed on which one would provide the creative lead for the campaign. Using two agencies is at best a waste of resources, causes delays in production and is difficult to manage even when the agencies agree to work together. Further, without a cooperative agreement this strategy produces two different-looking campaigns which can

reduce the effectiveness of messages and muddy voters' perceptions of what is 'the CEC campaign.'

Media procurement for placement of TV and radio spots is another area that needs to be managed better to allow limited funds to be used more effectively. There seemed to be little consideration given to the time slots when each TV spot should be placed to maximize reach and effectiveness. Further, as there is no media monitoring in place, no one knows if the spots are actually broadcast other than through ad hoc and often third party advice that a CEC spot had been seen. A disproportionate allocation of the funds available was spent on newspapers when more coverage on television and radio would have been more effective.

In spite of these challenges, the project team was able to support the Director Public Relations to produce the core of a campaign that provided the essential process information the CEC is required to deliver to voters. Because the Director Public Relations was so inexperienced and with the need for the campaign to be delivered within a very short timeframe, Ms. Puizina took the lead on some of the work in this area, providing an opportunity for the Director Public Relations to learn 'on the job' whilst still producing the necessary information campaign.

Overall, the CEC delivered an information campaign that fulfilled its responsibilities. However, the whole public outreach area needs a massive injection of professionalism and service delivery in line with current best practice methodologies. A review of the strategic approach to these important CEC activities is needed in order to address the information needs of both mainstream voters and specific target groups, including youth, rural, minority groups, and disabled groups. There is a need for greater integration and synchronization between the conventional public relations managed by the Spokesperson and the paid public information campaign. The CEC has very good relations with the media but did not use them to effectively promote the work of the CEC and as a further tool for delivering voter information. The Chairman did a number of broadcast interviews explaining the electoral process, but this was the extent of the effort to get maximum 'free' media time for public outreach. As far as the team could assess, the Spokesperson had no media management strategy in place (key messages, standard press releases, set stories promoting and informing the public about CEC activities, regular media briefings) resulting in the CEC being reactive rather than proactive and wasting available resources given the level of free access the CEC has to the media.

Project Outcomes for Public Outreach

- The team was able to assist the CEC to successfully deliver a core information campaign that informed voters about: 'new Identity Card'; How to Vote; Documents to Vote; Marking Your Ballot; Changes in the Election Process/System; Motivational. See Annex 1 for specific materials and quantities produced; the enclosed DVD contains copies of the actual materials.
- The campaign used all the usual range of media for message delivery, including television, radio, newspapers, posters, leaflets, and university seminars. However, more innovative media essential to effectively reach youth, such as the Internet, went unused. There was still no concerted effort to reach rural voters through more face to face efforts.
- Due to the very limited timeframe, an approval process for campaign components was developed with the Chairman and Vice Chairperson approving concepts and the Chairman approving final materials. Copies of all materials were provided to CEC Members upon finalization.
- The team assisted with the cooperative project between UNDP and the CEC to deliver information seminars at the Universities in Shkoder, Vlore, and Tirana. The team also developed a visual presentation for use by the CEC representatives presenting the sessions and worked with each presenter to ensure a consistent CEC approach to the seminars.

- The team highlighted and attempted to mitigate the lack of an effective distribution strategy for the printed materials. Ultimately the CEC used its staff to deliver and post printed materials. Political parties were also used to assist in distributing some limited quantities of remaining materials and should be incorporated into future distribution plans as long as all main parties/coalitions are used.
- The management of creative agencies negotiated successfully. The CEC used two creative agencies which needed careful coordination to ensure that the look and feel of the campaign was unified and resources were not wasted through duplications.
- The team developed a core presentation on the election process for use by CEC representatives at various events.
- Team members assisted the Chairman to prepare for media interviews after it became apparent that the Spokesperson was not doing this adequately or professionally.
- The team managed cooperation with Council of Europe, particularly with regard to the printing of information materials.

Enclosures:
Images of materials developed and scripts for spots
Spots
Quantities printed
Media Plan for placement of TV/Radio Spots

Training for 'Commissions of an Electoral Zone' (CEAZ) and 'Voting Center Commissions' (VCC)

The CEC training program for second and third level election administrations (CEAZs, VCCs) and Count Teams was designed and implemented by the CEC Training Unit. The CEC prepared and approved a training strategy and work planning document that detailed the program of the training that was to be conducted, target numbers of trainees and target dates for each component of the training. It also documented materials that would be developed and used as part of the training program.

The late startup of the project and the more pressing needs in relation to results and public outreach meant that the team did not have any significant input into the preparation of manuals or the design of training delivery for the CEAZs, VCCs and Count Teams beyond some discussions with the Training Manager. These discussions resulted in some minor changes, one of which was to have the back cover of the VCC Manual printed as a 'steps in voting' cheat sheet; other changes included diagrams and visuals which were added to the content of the manuals. The manuals themselves continued the practice of previous years and were essentially a cut and paste of the election code, which did not provide explanatory procedures for managing the work of CEAZs and VCCs.

The flipcharts developed for training were basically reproductions of the manuals. This resulted in sheets dense with writing, whereas the flipcharts should only contain key points for discussion. For VCC training especially only two flipchart sheets are needed – one that shows the steps in issuing a vote and one showing the layout of the polling place.

There was initial agreement that a trainer's guide for VCC training would be developed, but there simply was not enough time or human resources to complete this in the required timeframe. A trainer's guide supports the work of trainers and is only needed for VCCs where the training is delivered by trainers that are twice removed from the core trainers and often don't get adequate training themselves. Typically a trainer's guide provides information to the trainer on the purpose of each segment of the training session, provides references to resources such as the manuals, and suggests activities and discussion areas that facilitate learning including how to test for knowledge transfer. It helps to move training from being lecture based to being more participatory and ensures that everyone delivers the same training to participants across the country. This is something the CEC must address for future events.

The key activity the team was able to provide support and advice for was the production of a training video. The primary purpose of this product was to be broadcast on television on the Saturday before Election Day, in order to provide at least some exposure to correct procedures for late appointed VCC Members and as a review tool for those who had attended training. The video could also be used as a training tool for the training of VCC trainers. Generally it was accepted that a video would have been impractical for use at the actual VCC training because it is very difficult for trainers to carry around a TV/DVD or even a computer of some kind.

The team worked with the CEC Training Team to assist in developing the script and to brief the contracted production agency. Due to some misunderstandings, the filming focused entirely on procedures, omitting the story line needed to make it suitable for use as a 'stand alone' broadcast product. Subsequently a decision was made to produce two versions of the video. The procedures-only version was used at the face to face training of trainers sessions, while a second version which incorporated a journalist doing a voice over to help bring the segments together into some sort of cohesive whole was deemed suitable for broadcasting.

The lack of a broadcasting budget and the late completion of the broadcast version resulted in the video only being shown on TVSH on the Saturday before Election Day. It was used at the training of trainers to some degree but lack of equipment and preparation of the core trainers resulted in somewhat haphazard usage of this training tool.

The training of CEAZs was conducted successfully with very good levels of participation. As in other elections, the late appointment of VCC Members made it all but impossible for the CEC to train the VCC Members. The training strategy needs to address the reality that late appointment of VCC Members will always be part of the election process as long as parties nominate the Members. Some options to consider include:

- The CEC might offer basic election training on election procedures well before polling day, creating a pool of trained people in the community who are certified as being qualified election administrators. The parties can only nominate people as VCC Members if they have this certification. Refresher training can then be conducted closer to Election Day once VCC Members have been nominated. This training can be conducted by the CEC or incorporated into party based training.
- An alternate option is that political parties might be made responsible for ensuring their VCC Members are trained. The CEC would be responsible for writing the manuals and developing training materials, and could even conduct procedural training for party-based trainers.

Project Outcomes for Training

- A training video of VCC procedures was produced in two versions – one for the face to face trainings of VCC Members and one for televised broadcast on the day before Election Day.
- The team reviewed and made some recommendations for improvements to the VCC manuals, including printing a 'Steps in Issuing Votes' cheat sheet on the back cover.
- Work on a trainers guide was commenced but not completed due to lack of human resources and insufficient time.
- The team assisted with the training of trainers for the Counting Teams, particularly in the use of the cameras and monitors, using a visual presentation.
- The team worked with the training unit to ensure parties had copies of the training video and manuals for the use of party-based trainers.

Enclosures:
Image of back page of VCC Manual
Training Video – 2 versions

Election Results - Transmission and Monitoring

The project team assisted the CEC in three areas of the results process:

- The cameras and monitors used in the counting process;
- The data entry, reporting, aggregation and verification of election results;
- The collection of progressive turnout throughout Election Day.

This part of our project was considered to be the most important to the CEC, as the collection and reporting of real time results had not been done successfully in the past. The CEC's IT Department did not have staff with the skills and knowledge to advise the CEC on how to manage this process for this election.

The success of the contract with R&T for the supply, installation and maintenance of the camera and monitor equipment and for the development of results software should be considered as a model for the future. This type of outsourcing allows the CEC to improve their use of information technology by contracting the services and specialists they need for the relevant period rather than trying to recruit permanent staff who are appropriately skilled and experienced. This is especially important when the CEC may only need a specific skill set for a relatively short time. It also helps to address the gap between what the CEC can pay and what the market pays, which in the area of IT rarely allows the CEC to recruit people with the skill set needed.

Cameras and Monitors

One of the changes to the Election Code adopted in November 2008 provided for the CEC to use cameras to record the evaluation phase of the ballot counting process. The images of the ballot papers were also to be projected through a monitor that enabled better visual access to the ballot papers for observers. In addition to the onsite recording and display of the ballots at count centers, the CEC also decided to install a 360 degree surveillance camera in each count center and transmit the image to the CEC over a network.

R&T was contracted to procure and manage the installation and testing of all the necessary equipment in the count centers. R&T managed the project with professionalism and to international standards of project management, delivering and installing the equipment on time and to a level of functionality that saw no down time on the network and only minor issues with the cameras and monitors. Our project provided a network specialist to assist with this critical part of the project and an IT specialist who provided a preliminary audit and recommendations on system security and testing.

A simulation exercise in April allowed the CEC to assess the best arrangement of equipment in the count center and to assess the equipment's impact on counting procedures. The simulation helped to remove concerns that the use of the cameras would increase the time required to complete the count if a procedure which split the evaluation of the ballot papers into two steps was used. In this two step procedure, where the backs of all the ballots were filmed followed by filming of the evaluation of the actual votes. This exercise also allowed the CEC to determine how long the lens took to focus on a ballot paper, allowing them to include the minimum time a ballot paper had to stay under the camera lens for recording in their instructions to count teams.

Although it could not take place until the last week before Election Day, testing was intensive and pushed the equipment to maximum limits. This allowed the CEC to go into the election with a fair degree of confidence in both the network and the equipment. The testing also ensured that all operators and CEAZ Members were familiar with the equipment.

Project Achievements

- The team recommended that the CEC conduct a simulation that would test any time impacts the cameras may have on the counting process and to work out the best procedures for using the equipment.

- The team advised the CEC and R&T on the minimum testing that needed to be done as a minimum to enable the CEC to have confidence in the functionality and reliability of the equipment and network. DI advisers participated in all testing activities.

- The team developed a very good working relationship with R&T especially in providing advice on the network necessary for images to be transmitted to the CEC. This relationship proved to be important when some issues arose between the contract company and the IT area of the CEC.

- The team provided a pre-Election Day security audit which resulted in some changes to security of the system.

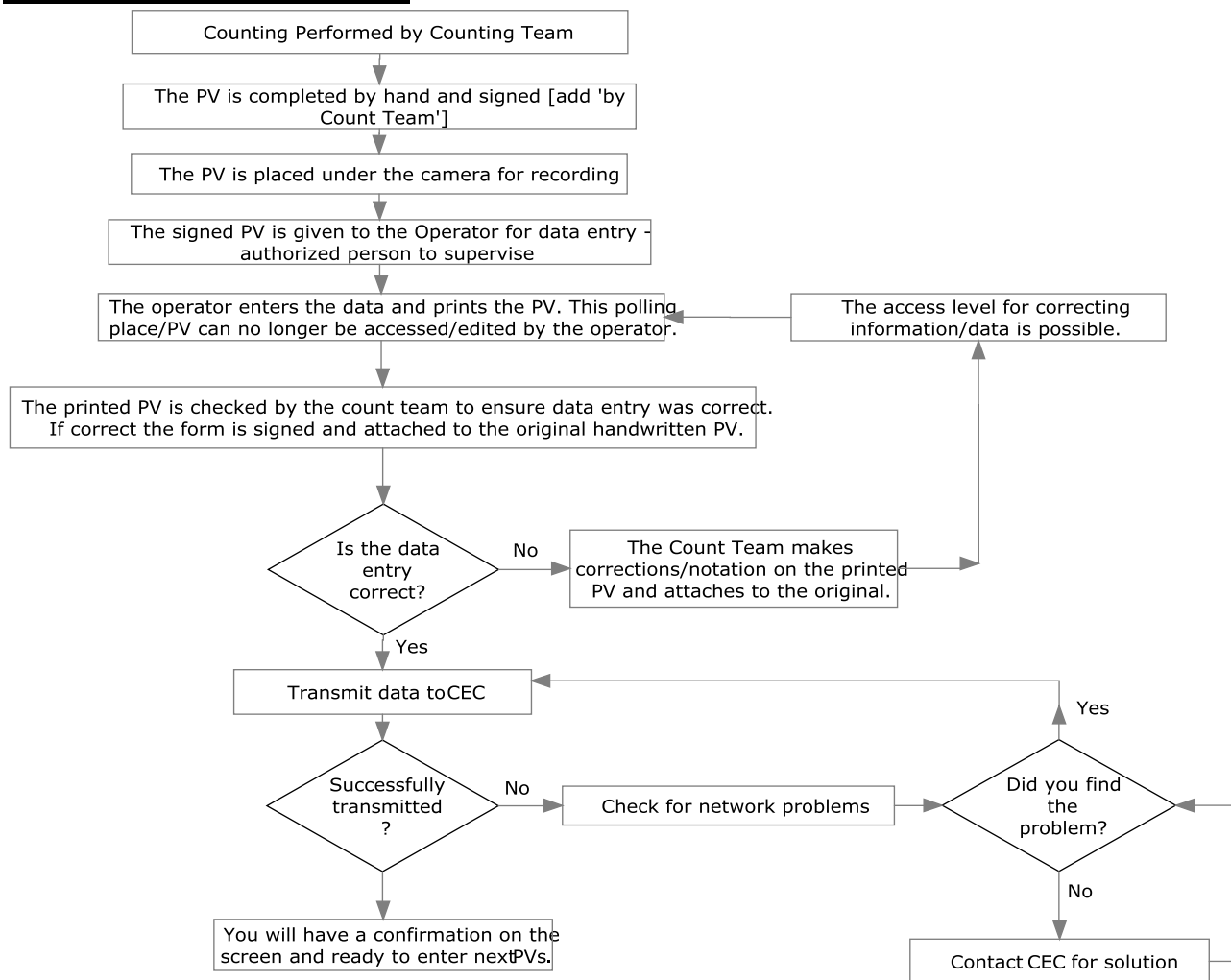### Results - Data Entry, Aggregation and Transmission

The project team was able to provide appropriate advice and support on the recording, transmission and aggregation of the actual results, as the CEC lacked successful experience in this area. The establishment of the network for the transmission of camera images to the CEC opened up a whole range of possibilities for how the results process could be carried out. Prior to this election, everything at count centers was handwritten and then faxed to the CEC for eventual data entry. The Election Code now required that the results for each polling place be transmitted to the CEC immediately after the count and be made available as preliminary results.

In her first month in country, Ms. Puizina, and for a shorter time Mr. Cowan, worked almost exclusively on reaching a consensus on how the collection, transmission and aggregation of results could be carried out and still be acceptable to all stakeholders. Consultations were held with CEC Members, staff members and political parties to develop a process based on the principle that results would be electronically recorded once so that the preliminary results database would also serve as the final results database after some verification process at the CEC. This meant that the agreed process had to be accurate, transparent and secure starting with the initial data entry at the count center.

The process adopted by the CEC included data entry and verification at count centers; transmission to the CEC for publication through the Internet and CEC media center; and acceptance of the legality of printed aggregate tables (a table that shows all VCCs in a CEAZ/Count Center). This process eliminated the arduous task of transcribing VCC results by hand into a manual Aggregate Table of Results, which are often incorrectly transcribed, at both the count center level and the CEC for compilation and certification of the results.

The agreed process that was followed at count centers is shown below:

Results at the Counting Centre

Counting Performed by Counting Team

↓

The PV is completed by hand and signed [add 'by Count Team']

↓

The PV is placed under the camera for recording

↓

The signed PV is given to the Operator for data entry - authorized person to supervise

↓

The operator enters the data and prints the PV. This polling place/PV can no longer be accessed/edited by the operator.

The access level for correcting information/data is possible.

↓

The printed PV is checked by the count team to ensure data entry was correct. If correct the form is signed and attached to the original handwritten PV.

↓

Is the data entry correct? —No→ The Count Team makes corrections/notation on the printed PV and attaches to the original.

↓ Yes

Transmit data toCEC

↓

Successfully transmitted? —No→ Check for network problems → Did you find the problem? —Yes→ (Transmit data toCEC)

Did you find the problem? —No→ Contact CEC for solution

↓ (Successfully transmitted? Yes)

You will have a confirmation on the screen and ready to enter nextPVs.

Upon completion of the count, the CEAZ delivered all materials to the CEC where all data in the database was verified. The verification teams checked the results on the database against the original process verbals (PVs), recording any data entry problems which required information in the database to be corrected. Any corrections were approved by the CEC before any data was changed in the database. This verification process showed that the data entry at count centers was highly accurate.

For the first time the CEC successfully published results in real time, both in the media center and through their website. To strengthen the accountability and transparency of the process, all results were published at the VCC level in real time on the Internet, allowing a further verification that the results were being transmitted and recorded accurately. Unfortunately the CEC did not anticipate the level of demand on the website in relation to results, causing response times to be slow. For future events the CEC will need to plan for increased user access to their website during the results phase.

The project team prepared the required software testing plans and then worked with the CEC and R&T to ensure that adequate testing of the software took place in the week before Election Day.

It is an endorsement of the process adopted that although initially some Members considered that the computerised database was only part of the preliminary results, by the conclusion of the final

results process, all CEC Members and the parties considered the database of results together with the process verbals of each VCC counted as the official results.

One area that must be addressed for future elections relates to development of an access policy to reports from the results system. Reports form a critical component of monitoring and managing the process for the CEC as well as for basic reporting of the results. This aspect was overlooked in developing the system and in setting the framework of cooperation between the CEC and the contractor, resulting in unrestricted and chaotic demands for the contractor to produce reports on at least the first day of the results process, after which the Chairman intervened to limit access drastically. The policy needs to define who should have access to what reports for management and monitoring purposes (remembering that results are available through the website) and appoint a designated reports officer to manage this process.

Project Achievements

- The team worked with the CEC and stakeholders to develop a process for data entry and transmission of results from the count center to the CEC.
- The team ensured the results system software, network and hardware were sufficiently secure to provide confidence in the integrity of the data.
- The team developed test plans and assisted in the conduct of testing of the results software.
- The team recommended a verification process of results by the CEC that ensured proper auditable recording of any corrections to the database. The team also trained the verification teams on the agreed process.
- The team made recommendations regarding the publication of preliminary and final results in the media centre and on the Internet, including publishing preliminary results at VCC level.

Enclosures:
Test Plans
Security Audit

Progressive Turnout

The CEC made a decision to collect progressive turnout data at specific time intervals throughout Election Day. Although the decision to undertake this activity was not made until two weeks before Election Day, Mr Murtaj was able to develop a system for doing this using SMS technology. Data was received directly from the VCCs using SMS messages fed into a software application developed specifically for the purpose. A statistically valid sample of VCCs sent data to enable the CEC to report turnout throughout the day, even though there had been no training beyond an instruction sent during the two days before Election Day. This is a monitoring tool the CEC should develop further for future elections.

Recommendations for Future Actions

Recommendations for Public Outreach

- Conduct a total revision of the public outreach strategy/elements and tools to include modern media such as Internet based information delivery, a better 'outdoor' campaign, fewer posters, more leaflets and appropriate materials for specific target groups developed in conjunction with representative associations such as the disabled representative associations. The contracted agency should participate in developing the strategy, tools and elements to be used. It is essential to incorporate a distribution mechanism for each product produced, both electronic and in print.
- Test newly developed concepts and materials to ensure that they are effective for use with the targeted group.
- The CEC should contract only one creative agency, with selection based on presentation of a draft concept for a brief prepared by the CEC and contracted at least 6 months before Election Day.
- Public information staff should meet and liaise with key stakeholders on a regular basis to ensure the CEC is meeting the information needs of both mainstream voters and specific target groups. This is especially needed for marginalised groups such as disabled and minority group voters.
- Coordination and synchronisation between conventional PR (Spokesperson) and public outreach activities is essential.
- Develop more in-depth information materials on the process, such as fact sheets, handbooks, and leaflets.
- Media procurement should be contracted to a professional agency who buys on behalf (and in the name) of the CEC which will ensure that the VAT exemption is retained. The agency should develop a media procurement plan for a service fee and contract the media placements on behalf of the CEC.
- Media monitoring needs to be in place to ensure that the CEC has immediate information on media coverage of the election and CEC activities. This contract should also ensure that paid for television and radio spots are broadcast as per the contract with media networks.
- A training program should be developed to provide election training for journalists. This would ensure that journalists are informed about election procedures and election activities while helping to build a stronger relationship between the CEC and the media.
- The CEC's web presence needs to be revised to include information about the election process from the various stakeholders' perspectives.

Recommendations for Training of Election Administration (All Levels)

- Currently the Training Unit lacks the skills, experience and knowledge to prepare training materials and a training curriculum that incorporates adult learning theories, experiential learning or any modern training techniques. If training of CEC Members and staff, CEAZs and VCCs is to be more effective in future, the Training Unit and its core trainers will need to be provided with training and support in their core business.
- The CEC Members and staff members have had limited, if any, access to training about managing and administering elections or on the Election Code. A structured programme of learning in these key areas would improve election administration immensely. Programmes such as BRIDGE (www.bridge.org) are used widely as a basis for developing election administration training and may be worth exploring for the CEC. BRIDGE can be modified to suit the specific needs and environment of the CEC, and can be implemented such that modules are delivered over a period of time. These modules can form the basis of election

preparations in a way that facilitates learning and also manages election preparation for the forthcoming local government elections. However, BRIDGE can only be used by accredited trainers, which will require that Albanian trainers attend a 'training of facilitators' program and that a partnership be developed with already accredited trainers.

- Some specific recommendations relating to training of CEAZ, VCC and Count Teams:
  - ➢ Manuals need to be revised to move from cutting and pasting from the Election Code to producing manuals that are in plain language, include more visuals and are in some sort of checklist or bullet point format.
  - ➢ Training of VCC Members relies on using a cascade training structure. For this to be effective there must be trainer's guide for the trainers who do the direct training of VCC Members. The training must be built on prepared exercises that are practically based; the incorporation of some sort of mock election activity is essential.
  - ➢ The core trainers must be trained as trainers – not just in the technical aspects of elections but in how to train adults. In order to make learning more effective and to test whether knowledge transfer has occurred, trainers must incorporate activities such as mock elections, procedural walk throughs and hands-on practice of Election Day processes.
  - ➢ The existing flipcharts are too dense with words. They should be revised to illustrate key points and serve as discussion tools.
  - ➢ The training video must be produced earlier in the process, using professional producers and script writers, especially if it is to be broadcast through television.

Recommendations for the Results Process

- A contract for development of IT based results solutions needs to be put in place as early as possible to ensure the results software is developed for the local government elections and incorporated into the existing suite of software. Functionality for all election types must be incorporated into the software.
- An analysis and review on the impact of the cameras and monitors to assess appropriateness of future use.
- A user manual for the results software needs to be written.
- The internet interface with the software needs to be developed. In 2009 data was uploaded manually; in the future data should be automatically uploaded via the internet and plugged into the software.
- The CEC needs to work with its internet provider to ensure there is sufficient bandwidth to cope with the additional demand on the site during an election, especially during the results period.
- The CEC needs to work with the media to develop results feeds and outputs that meet the media's needs. Graphics and data formats must be developed consultatively.
- The functionality of the media center, including the display monitors, needs to be reviewed. Providing computer access points rather than monitors may be more useful for the media.
- If the cameras are used again, ensure that some monitors are placed in a secure area for the CEC to view the surveillance camera footage outside the media center, enabling the CEC to use this facility to address problems and as a CEC management tool.
- The CEC needs to develop a comprehensive access policy in relation to the reports produced for the results. A designated person in the CEC should be the access point for these reports rather than the contractor.

Annex 1: Materials Produced for Public Information Campaign

Leaflets/Flyers

		Quantity		
	Item	Albanian	Greek	Macedonian
	What Voting For (A5 Flyer)	**Total: 80,000**	**Total: 2,500**	**Total: 2,500**
	CEC to Print	80,000	2,500	2,500
	Check the List (A5 Flyer)	**Total: 40,000**	**Total: 2,500**	**Total: 2,500**
	Council of Europe Print	40,000	2,500	2,500

	Steps in Voting (Z-Card)	Total: 80,000	Total: 5,000	Total: 5,000
	CEC to Print	40,000	5,000	
	Council of Europe Print	40,000		5,000

Posters (B2 Size)

		Quantity		
	Item	Albanian	Greek	Macedonian
	Motivational - General	**Total: 19,500**		
	CEC to Print	10,000		
	Council of Europe Print	9,500		
	Motivational - Youth	**Total: 19,500**		
	CEC to Print	10,000		
	Council of Europe Print	9,500		
	Information - Steps in Voting	**Total: 10,000**	**Total: 3,000**	**Total: 3,000**
	CEC to Print	10,000	3,000	
	Council of Europe Print			3,000
	Information - ID Document/Marking Ballot	**Total: 9,500**		
	Council of Europe Print	9,500		

Banners

Cities   **36**

Buses

Tirana	2 buses
Inter Urbane	20 buses

Decorated with the Flag and Youth Designs

Cars

Tirana Only   2 Cars

Cars circulating in Tirana

T-Shirts and Caps

          Number - 5000   Number - 5000

3-D Object

12 - totems with option to display posters/leaflets etc.

Placed in:

    Berat, Diber, Durres, Elbasan, Fier, Gjiorkaster, Korce, Kukes, Lezhe, Shkoder, Tirane, Vlore

City Lights

Tirana only   12 locations

TV Spots

2 x Apply for ID

2 x Youth Motivational

1 x General Motivational

1 x Information

1 x Steps in Voting

Newspaper

1 x Flag design + information on process
1 x Youth design + information on process
1 x steps in voting (full page) - same as poster
1 x Marking Ballot and ID Documents (same as poster)

3 x full page information advertisements